United Nations DP/CPO/BEN/1

Executive Board of
United Nations Development
Programme and of the
United Nations Population Fund

Distr.: General
21 April 2003
English
Original: French

Annual session 2003
6-20 June 2003, New York
Item 6 of the provisional agenda
Country programmes and related matters

Country programme outline for Benin (2004-2008)

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Introduction

1. In the context of the reform of the United Nations system, the United Nations bodies operating in Benin have harmonized programming cycles (2004-2008). This country programme outline is the product of broadened consultation with the Government, civil society, the country team, the Bretton Woods institutions and the donor community, conducted as part of the common country assessment process, the United Nations Development Assistance Framework (UNDAF) and the preparation of the poverty reduction strategy paper (PRSP).

I. Situation analysis

2. Following the 1990 National Conference of Vital Elements of the Nation (Conférence des forces vives de la Nation), Benin chose to democratize its political system and liberalize its economy. Over the past ten years, a series of reforms embracing all areas of economic, political and social life have produced some convincing results: (a) an annual growth rate averaging 5 per cent since the 1990s; (b) a clear improvement in the human development index, which rose from 0.224 in 1990 to 0.435 in 1999, then declined to 0.411 in 2000 and 0.420 in 2001 (source: *Human Development Report*); (c) Socio-political stability, based on the one hand on the strengthening of the democratization process through the holding of regular elections and the establishment of a political opposition, and on the other hand on the promotion of dynamic social dialogue with trade union organizations, an active civil society and free and flourishing press and audio-visual media; (d) external diplomatic and cultural influence, characterized by the holding of a number of international conferences such as the International Conference for New or Restored Democracies, participation in the Tokyo International Conference on African Development (TICAD) and the New Partnership for Africa's Development (NEPAD), chairing the Group of Least Developed Countries and co-chairing the African, Caribbean and Pacific Group of States-European Union (ACP-EU) Joint Parliamentary Assembly. Benin has also been declared eligible for the Heavily Indebted Poor Countries (HIPC) Debt Initiative, which has enabled it to benefit from a debt cancellation of 325 billion CFA francs.

3. Despite this progress, the main conclusion of the common country assessment (CCA) is that poverty remains a massive and persistent problem in Benin: 30 per cent of the population is classified as poor, and the figure rose by 2.56 per cent between 1994 and 2000. In Benin, as in almost all the countries of sub-Saharan Africa, poverty in the broad sense is more widespread in rural than in urban areas (for 1999-2000, 31.22 per cent compared with 24.55 per cent), and affects women particularly. The gender gap remains wide; in the area of education, for example, enrolment figures are 98 per cent for boys of school age and 57 per cent for girls. The gross enrolment rate at all levels is 30 per cent for girls and 54 per cent for boys. The indicator on the number of women in parliament stood at 0.221, and the rate of contraceptive use among women was 19 per cent in 2001. The HIV infection rate stands at 4.1 per cent and the number of AIDS orphans is 57,610, or about 1 per cent of the population. Infection rates are 37 per thousand for tuberculosis and 120 per thousand for malaria. The Government's efforts to promote sustainable human development are mainly based on the National Long Term Perspective Study (Benin 2025 — ALAFIA, the country's microfinance network), on the PRSP and the

Government's plan of action. Priority areas include the strengthening of democracy and good governance and the fight against poverty. The first municipal and communal elections in December 2002 were a milestone in the decentralization process. Future activities and resources should be oriented towards making local institutions more dynamic and efficient in order to promote economic and social development and reduce poverty.

4. Benin has joined with other countries present at major international summits and conferences in committing itself to sustainable human development and the fight against poverty, and it has taken measures to follow up the principal recommendations adopted on those occasions. The translation of such commitments into concrete actions is shown in the PRSP, which reflects, inter alia, those entered into at the International Conference on Financing for Development (Monterrey, 2002) and the goals contained in the Programme of Action adopted at the Third United Nations Conference on the Least Developed Countries, held at Brussels in 2001. Furthermore, since 2001 Benin has chaired the Group of Least Developed Countries at the United Nations. Under its leadership, the Group has adopted a common position on the principal issues discussed at the World Summit on Sustainable Development, held at Johannesburg in 2002.

5. Benin has also undertaken to conduct regular monitoring of progress towards the attainment of the Millennium Development Goals (MDGs). This year, activities will be focused on strengthening the BENINFO social database, the publication of the first follow-up report on the Millennium Development Goals and the organization of an advocacy campaign.

6. In order to meet the development challenges identified in the common country assessment, the United Nations system in Benin has recently adopted a framework plan, comprising the following orientations: (a) fighting poverty and food insecurity and environmental protection; (b) equitable access to quality basic social services and the promotion of human rights; and (c) fighting HIV/AIDS, malaria, tuberculosis and other diseases. In order to focus more closely on these goals, with support from the Office of the United Nations Development Group, United Nations bodies in Benin have created an operational matrix based on four goals: (a) a strengthened economic base through improved governance; (b) sustainable food and nutritional security in an environment which is healthy and conducive to production; (c) increased use of social services; and (d) strategic anti-AIDS and anti-malaria plans in operation, and nationwide extension of the treatment of tuberculosis by means of Direct Observation Treatment Strategy (DOTS).

II. Past cooperation and lessons learned

7. The country cooperation framework for 1997-2001 shows that UNDP has sought to harmonize programmes with national priorities, in liaison with the new programming arrangements recommended under the programme approach. It should be noted that the absence of sectoral strategies and delays in finalizing them in the areas selected by UNDP disrupted to some extent the formulation of its support programmes. However, undeniable progress resulting from programme implementation has subsequently been observed: (a) Decision makers have increasingly made use of the concepts of sustainable human development in policy-making and implementation. This has been encouraged by the regular publication

and dissemination since 1997 of national human development reports and since 2001 of the journal *Le défi humain* (The Human Challenge); (b) better understanding of the phenomenon of poverty through the creation of survey mechanisms, in collaboration with Danish Cooperation for Environment and Development — a Sample Survey of Households (ELAM)/a Survey on Living Conditions in Rural Household (ECVR) and a study and survey programme on the informal sector — and strengthening of the statistical data system; (c) improvement of local governance in zones where the programme is active, through effective involvement of the population in planning and managing community and local development. This last aspect has resulted in improvements in the availability of social services and socio-economic infrastructure and in access to microcredits, particularly for women, thanks to support and advice from microfinance structures and their advice and support; (d) better mastery of tools for the analysis of the State budget by the National Assembly; (e) the preparation of the national action plan for human rights; and (f) partner coordination and resource mobilization, particularly for the presidential elections and the fourth International Conference for New and Restored Democracies.

8. As for the management mechanisms which have been set up, the assessment of the national execution modality has reflected some difficulties in project and programme execution, which caused delays in the implementation of planned activities. Consultations with the national authorities and United Nations bodies produced recommendations which will enable the obstacles observed to be removed gradually.

9. The transitional strategy adopted by the country office consisted in ending activities which did not directly correspond to the selected priorities. To that end, a thorough review of the functions of the country office was undertaken and all UNDP activities were grouped into three priority areas: (a) poverty reduction; (b) democratic governance; and (c) new information and communication technologies. UNDP involved all concerned actors in the formulation and implementation of these programmes, thereby bringing about genuine local ownership.

10. The thematic refocusing effort went hand in hand with a geographical focus on areas having a low HDI where opportunities for partnership with United Nations bodies could be realized. This partnership experience deserves to be strengthened or even extended to other development partners, since it draws attention to the strengths of and complementarities between United Nations bodies and the visibility of programme impacts.

11. Efforts to mobilize resources and develop partnerships have continued, with convincing results. The resources mobilized in 2002 amounted to US$ 2.3 million, against an initial target of US$ 1.6 million. Four proposed projects submitted for financing by means of the thematic trust funds (TTFs) were approved. Their implementation will reinforce the results already achieved by current programmes.

III. Proposed programme

12. The cooperation programme, based on the common country assessment and the United Nations Development Assistance Framework (UNDAF), will comprise three subprogrammes: (a) the campaign against poverty; (b) good governance and

consolidation of democracy; (c) the fight against HIV/AIDS. These subprogrammes, which reflect the complex and cross-cutting nature of the problem of poverty, are intended to reduce the proportion of the population living in poverty to 24 per cent by 2008.

13. The anti-poverty subprogramme will comprise upstream interventions, relating to the design and assessment of poverty reduction policies and strategies, through advocacy and the promotion of policy dialogue. Inter alia, it will comprise support for the development partners forum for the implementation of the PRSP, the preparation and dissemination of national human development reports, support for the implementation of national long-term perspective studies (Benin 2025 — Alafia), follow-up to the Millennium Development Goals and the poverty reduction strategy through, inter alia, support for capacity-building in the Social Change Observatory (SCO). Downstream, this subprogramme is intended to operationalize the concept of sustainable human development through activities designed to improve access for disadvantaged population groups, particularly women and vulnerable groups, to productive resources and quality basic social services. Actions also need to be taken to bring about improved environmental management and sustainable energy development.

14. The subprogramme concerning good governance and consolidation of democracy will comprise three major areas: (a) decentralization and local governance; (b) political and administrative governance; and (c) human rights. In order that decentralization should genuinely be a poverty-reducing mechanism, there must be capacity-building for local elected officials, civil society bodies and the general population in the strategic planning and management of local development. In the spirit of increased transparency in government resource management, this subprogramme will help Parliament to acquire expertise in budgetary control, carry out administrative reform and modernization and strengthen the electoral system. Lastly, it will help to promote human rights, with particular attention to women and children.

15. The anti-AIDS subprogramme will cover three areas: (a) the conduct of qualitative and quantitative studies on the socio-economic impact of HIV/AIDS; (b) capacity-building in structures involved in the fight against HIV/AIDS; and (c) support for establishing and publicizing legal mechanisms to protect persons living with HIV/AIDS. To that end, the subprogramme will place particular emphasis on a multisectoral and decentralized approach to the fight against the AIDS epidemic, the impact of which also has serious socio-economic aspects. This approach will involve a close partnership between the public and private sectors, non-governmental organizations, local community radio stations, local anti-AIDS committees and national and international organizations. The programme will also conduct studies on the socio-economic consequences of HIV/AIDS, taking gender aspects into account. An essential component of UNDP interventions will be support for the execution of the project financed by the Global AIDS and Health Fund. Support for central and peripheral coordinating authorities will continue, as will assistance to persons living with HIV/AIDS. Lastly, UNDP will support all legal mechanisms for the protection of such persons.

Linkages with the CCA/UNDAF

16. The first subprogramme, "fighting poverty", comes under the first UNDAF goal of fighting poverty and food insecurity and environmental protection. The programme will be involved in activities including advocacy, support for the implementation of the poverty reduction strategy, and the monitoring of results. It will also contribute to job-creating and income-generating activities for young people and women. The same will apply in the area of access to social services. Opportunities for collaboration will be explored for each of these activities, taking into account the comparative advantages of other United Nations bodies such as the World Bank, the International Labour Office, the United Nations Capital Development Fund (UNCDF), the United Nations Children's Fund (UNICEF), the International Fund for Agricultural Development (IFAD), the International Monetary Fund (IMF), the United Nations Population Fund (UNFPA), the United Nations Industrial Development Organization (UNIDO) and the Food and Agriculture Organization of the United Nations (FAO).

17. The second subprogramme comes under the UNDAF cross-cutting strategy of good governance and consolidation of democracy and also contributes significantly to achieving the first UNDAF goal. The human rights aspect is also reflected in the second UNDAF goal, equitable access to quality basic social services and the promotion of human rights. Analysis of the common country assessment clearly shows that the establishment of a democratic system lays the foundations for sustained growth and ensures that all parties benefit from the fruits of growth.

18. The third subprogramme, "the fight against HIV/AIDS", is linked to the third UNDAF goal. The programme will adopt a multisectoral and decentralized approach to the implementation of the national anti-HIV strategic plan, which will take into account capacity-building within the national authorities concerned. The partners expected to participate are UNFPA, the World Health Organization (WHO), the Joint United Nations Programme on HIV/AIDS (UNAIDS) and UNICEF.

19. The programme supported by UNDP will also take account of the other UNDAF cross-cutting strategies, namely: (a) the promotion of regional and international cooperation through support for various regional forums and conferences; (b) the promotion of information and communication technologies through assistance to central authorities and municipalities; (c) the promotion of gender equity, which requires not only gender-disaggregated data and analyses, but also strong awareness among all actors and priority targeting of women; (d) strengthening of the socio-economic information system, particularly in the follow-up to the PRSP and the Millennium Development Goals; (e) emergency interventions; and (f) resource mobilization.

Strategies

20. The country programme 2004-2008, which will be implemented on the basis of lessons learned from the previous framework, will be based on the following cross-cutting strategic approaches:

(a) *Participation of civil society and grass-roots organizations.* In order to have an impact on the poor, most of whom are in the rural area, the programme will seek the support and cooperation of civil society and grass-roots organizations. This approach will lead to more effective implementation of actions targeting the most

vulnerable groups, particularly women, children and youth. This strategy will also make it possible to bring together decision-making centres, local communities, civil society institutions and private-sector umbrella institutions.

(b) *Strengthening of capacities and knowledge management.* As in the past, the programme will emphasize capacity-building both in the central administration and the decentralized structures. Knowledge management is aimed at, inter alia, developing existing knowledge and skills and improving the accessibility of knowledge. To this end, through the increased use of new information and communication technologies (NTIC), the United Nations Development Programme (UNDP) will provide substantial support in terms of access to information and the exchange of information between decision-making centres, local communities, civil society institutions and the private sector.

(c) *Geographic density and targeting areas with a low human development index.* Strategic areas will be identified taking into account both their vulnerability analysis and complementarity with programmes of the United Nations system and other partners with a view to promoting joint programming that will maximize impacts.

(d) *Development of partnership.* Taking into account lessons learned, partners will be selected on the basis of an analysis of comparative advantages with a view to developing the impact of synergy on all programmes. Input from civil society organizations, universities and research institutes and the private sector will be crucial to the study and further development of mechanisms for the exercise of local authority, and to monitoring poverty. The development of a special partnership with these institutions, (particularly the non-governmental organizations (NGOs)), is therefore contemplated so that they may serve as a liaison between the various programme teams and the populations, particularly in educating populations and raising their awareness of their rights and duties in the participatory process required by decentralization. The main partners in the United Nations system are identified on the programme's linkages with UNDAF. The partnership, however, will be extended to the whole range of partners at the national, regional and local levels. In this context, the partnership will be organized around national, regional and local actors.

(e) *Support for opposition institutions.* Consolidation of the democratic process will be supported through a political dialogue among all the actors in public life, particularly the Parliament.

IV. Programme management, monitoring and evaluation

21. The country programme will be implemented in accordance with the programme-approach and the principles of results-based management. Drawing on lessons learned from previous experiences, the modality for implementation of future programmes will be based on a gradual approach towards the national execution modality with a view to guaranteeing optimal implementation of activities and a gradual transfer of management, monitoring and evaluation capacities.

22. Within the framework of UNDAF, the output matrix will specify the intended outputs and outcomes of the joint actions of the United Nations system. Field visits and joint meetings will be organized and common monitoring/evaluation indicators

will be developed and applied. An overall evaluation will be carried out at mid-term and at the close of the UNDAF period on the basis of the output matrix.

23. The above-mentioned cooperation within the context of UNDAF will be extended to all development partners in order to create the effects of synergy among the various actions and to maximize impacts. A programme review will be organized annually and will have output-based terms of reference. Moreover, Benin has been selected as a pilot country for the exercise in the simplification and harmonization of programme implementation, monitoring and evaluation procedures within the United Nations system. The lessons drawn from this exercise will be gradually taken into account with a view to enhancing the effectiveness of programme implementation.

24. The optimization and perpetuation of UNDP-supported actions require the design and establishment of a flexible mechanism for mobilizing resources. To this end, it will be important to consolidate already existing partnerships and to prospect for new cooperation opportunities with potential partners (multilateral, bilateral and financial institutions). By virtue of its comparative advantage in the organization of round tables, UNDP can offer technical support in the organization of national forums on various poverty reduction strategies that will be key to developing partnerships.

25. The country office will continue to provide technical and administrative support services to the various programmes in their areas of competence. A considerable effort will be made to mobilize extrabudgetary resources to ensure the necessary flexibility for optimal programme delivery. Thus, the country office will be able to increase its technical personnel in order to adapt to changing needs. This will enable the country office to become a genuine centre of excellence, and a genuine representative of the global development network of the United Nations system.

Annex

Results and resources framework for Benin (2004-2008)

To fight poverty and food insecurity and environmental protection

Strategic areas of support	*Intended outcomes*	*Indicators of outcome*	*Intended outputs*	*Resources by strategic area/output or programme area (In United States dollars)*
Advocacy and political dialogue	Increased use of poverty reduction strategies, taking into account the principles of sustainable human development (SHD), by political decision makers in policy formulation and implementation	(a) The proportion of the population living below the poverty line should be 24 per cent by 2008; (b) Level of operationalization of PSRP (National Statistics Council/Social Change Observatory); (c) SHD issues and concepts reflected in government policies, statements and actions; (d) Debate in the National Assembly on strategies and monitoring of poverty reduction actions.	(a) Regular publication and dissemination of national human development reports (NHDRs) and Le défi humain ("The Human Challenge"); (b) Forum of sustainable development partners; (c) Periodic Surveys on Living Conditions in Rural Households (ECVR) and Sample Surveys of Households (ELAM); (d) Extension of SHD operations to three departments (Borgou, Atakora and Donga); Plan to support the National Assembly's reform and modernization strategy.	*Regular resources*: $885,000 *Other resources*: Government cost-sharing: $300,000 Third-party cost-sharing: $500,000
Capacities of local authorities and civil society organizations; partnership between them.	Genuine involvement of local authorities and civil society, particularly women's groups, in local planning and management, including in the provision of basic social services.	(a) A legal framework for local authority provision of public services; (b) Allocation of a percentage of local development funds; (c) Provision and maintenance of productive and social services to vulnerable groups, particularly women; (d) Number of municipalities which have a development plan.	(a) Municipalities have development plans that have been elaborated in a participatory fashion, enabling vulnerable groups to express their development priorities; (b) Strengthened technical and institutional capacities of local actors (municipalities, devolved services, business, civil society, grass-roots groups) in the provision and maintenance of productive and social services to deprived vulnerable groups; (c) Strengthened the capacities of municipalities to mobilize and	*Regular resources*: $1.5 million *Other resources*: Government cost-sharing: $679,000 Government cost-sharing (municipalities): $440,000 United Nations Capital Development Fund/Belgian Survival Fund: $3,401,289

Strategic areas of support	*Intended outcomes*	*Indicators of outcome*	*Intended outputs*	*Resources by strategic area/output or programme area (In United States dollars)*
			manage human, financial and material resources transparently and effectively; (d) Strengthened capacities of civil society (NGOs, professional associations, consumer associations) to play an advocacy and facilitator role for populations (particularly women and vulnerable groups).	
Efficient and transparent public administration (accountability)	A more efficient, transparent and accountable public administration	(a) System for evaluating public administration, performance and services; (b) Regular independent audits of government institutions; (c) Permanent structure for effective election management in place.	(a) System for evaluating the administration's performance and services in place; (b) Implementation of a strategic anti-corruption plan; (c) Effective and sustainable election management system in place.	*Regular resources*: $500,000 Carry-overs: $623,000 *Other resources*: Government cost-sharing: $200,000 Third-party cost-sharing: $500,000
Access to productive resources and assets	Greater employment opportunities for the poor (including women and youth) through job creation	(a) Number of jobs created for youth and women; (b) Number of small and medium-sized enterprises and small and medium-sized industries created.	(a) Implementation of reforms for creating an environment conducive to private productive investment; (b) Vulnerable groups in strategic areas have the capacity and opportunity to mobilize and manage productive and social resources in order to upgrade their living conditions; (c) Strengthened economic power of women and youth (agents and actors for change) through the creation of income-generating activities, job opportunities, small and medium-sized enterprises and small and medium-sized industries.	*Regular resources*: $1.5 million *Other resources*: Government cost-sharing: $500,000 Third-party cost-sharing: $1 million

Strategic areas of support	*Intended outcomes*	*Indicators of outcome*	*Intended outputs*	*Resources by strategic area/output or programme area (In United States dollars)*
	Access of poor to means of financing	Number and percentage of poor women using microfinancing services	Greater achievements in professionalizing the microfinance sector	*Regular resources*: $500,000 Carry-overs: $500,000 *Other resources*: Government cost-sharing $200,000
Institutional framework for better environmental management and sustainable energy development	Increased capacity of local authorities and communities (particularly women) and the private sector: environmental management and sustainable energy development	Participatory approach to implementation of local sustainable development plans	(a) Decentralized natural resource management through volunteers/members of organizations (implementing agents); (b) Implementation of national environmental management programme and national action programme to combat desertification.	*Regular resources*: $500,000 *Other resources*: Government cost-sharing: $200,000
Strategic leadership of the resident coordinator system for monitoring the Millennium Declaration	Active support from the United Nations system in monitoring the Millennium Declaration Goals (MDGs)	(a) Report prepared and disseminated; (b) Number of various events, workshops or news articles on MDGs; (c) Updated gender and region-disaggregated databases; (d) Published studies.	(a) Preparation and dissemination of regular reports on the MDGs; (b) Organized advocacy for progress towards MDGs; (c) Updated gender- and region-disaggregated poverty database (BENINFO); (d) Case studies on poverty.	*Regular resources*: $300,000 *Other resources*: Government cost-sharing: $100,000
To ensure equitable access to quality essential social services and promote the protection of human rights				
Promotion of human rights	Awareness of human rights, particularly at the community level	(a) Plan of action that covers a broad range of vulnerable groups (women, children, persons living with HIV/AIDS (PLWHA)); (b) Number of persons from vulnerable groups who receive assistance in dealing with the courts, and reduction in length of court cases.	(a) Implementation of national action plan for human rights, with emphasis on vulnerable groups (including women, children and PLWHA); (b) Practical guide for raising populations' awareness of their rights and duties: compendium and analysis of decisions of Constitutional Court for use by, inter alia, parliamentarians, civil society and universities;	*Regular resources*: $1 million *Other resources*: Government cost-sharing: $400,000 Third-party cost-sharing: $500,000

Strategic areas of support	*Intended outcomes*	*Indicators of outcome*	*Intended outputs*	*Resources by strategic area/output or programme area (In United States dollars)*
			(c) Elaboration and implementation of social protection policy at the national and decentralized levels for all socio-professional categories; (d) Discussion on accessibility to courts and support systems for impoverished parties to court cases.	
Access to information and use of new information and communication technologies (NICT)	Use of NICT to encourage decision-making attuned to population's needs	(a) NICT resource centre at the National Assembly; (b) On-line exchange of experience and information both among parliamentarians and between parliamentarians and voters; (c) On-line exchange of experience and information among municipalities; (d) Administration interconnected through a single reference file shared by various ministries; (e) On-line information mechanism; (f) Electronic platform for dialogue in exchange of information between the public and private sectors.	(a) Strengthened capacity of National Assembly to use NICT (e-parliament); (b) Framework for exchange of experience and information among local actors, in particular through NICT (example of activity: electronic bulletin board, electronic forum, local radio stations); (c) Systematized use of e-mail by the central Government; (d) Exchange of know-how and best practices on sustainable human development among populations using NICT tools; (e) Single reference file accessible by the main ministries in real time; (f) Public information terminals installed in partnership with private sector for use by populations.	*Regular resources*: $1 million *Other resources*: Government cost-sharing: $400,000 Third-party cost-sharing: $500,000

Strategic areas of support	*Intended outcomes*	*Indicators of outcome*	*Intended outputs*	*Resources by strategic area/output or programme area (In United States dollars)*
To combat HIV/AIDS, malaria, tuberculosis and other diseases				
Integrated strategies for preventing the spread of HIV/AIDS and controlling its impact	Institutional capacity to plan and implement multi-sectoral strategies to curb the spread of HIV/AIDS and to mitigate its social and economic impact	(a) Reduction in the prevalence and spread of HIV/AIDS and sexually transmitted infections; (b) Percentage of poor households, disaggregated by gender, with access to information on HIV/AIDS and HIV/AIDS support services; (c) Number of associations of people living with HIV/AIDS (PLWHA) with an operational multisectoral initiative	(a) Qualitative and quantitative studies on the socio-economic impacts of HIV/AIDS, taking into account gender aspects; (b) Establishment of federation of associations of PLWHA with stronger leadership and communication capacities; (c) Adoption of legislation to protect PLWHA.	*Regular resources*: $700,000 *Other resources*: Government cost-sharing: $200,000 Third-party cost-sharing: $15 million
				Regular resources: $8,385,000 Carry-overs: $1,123,000 *Other resources*: Government cost-sharing: $3,619,000 United Nations Capital Development Fund/Belgian Survival Fund: $3,401,289 Third-party cost-sharing: $18 million
			Total	**34,528,289**